BULLETIN of the
SCHOOL OF EDUCATION
INDIANA UNIVERSITY

An Appraisal of the School Surveys Conducted by the School of Education, Indiana University

By
HAROLD H. CHURCH
and
MELVIN S. LEWIS

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IN APPRECIATION

The writers of this school survey appraisal study wish to express their deep appreciation to Dr. Wendell W. Wright, formerly Dean of the School of Education, Indiana University, for the constant encouragement and unfailing support he has given over the years to the members of his staff engaged in the school survey work.

H.H.C.
M.S.L.

FOREWORD

The increased number of school children in America, starting about 1945, has been the principal cause of one of the greatest school building booms in the history of the United States. With this boom there has come an increased consciousness in the minds of many school planning officials of the need for professional help from college and university school survey staffs to gather objective data and to project plans for an orderly and defensible school building program based upon the needs but lying within the financial ability of the community. During the period from 1945 to 1958 many school surveys have been conducted, but there is little published evidence which shows how well these surveys did what they were intended to do.

The purpose of this study is to appraise the school surveys conducted by the survey staff of the School of Education, Indiana University, from 1950 to 1958. The results of the appraisal should prove the worth of school surveys to succeeding boards of education and should point out to school survey staffs ways to improve school surveys.

The writers wish to commend the 300 or more members of Indiana's boards of education and the many superintendents of schools who had the courage and wisdom to seek help in solving their school problems. It took courage for these school officials to invite someone from outside the community to study their problems when they did not know what weaknesses might be uncovered and exposed to the public or whether recommendations might be made that differed from those the school officials previously had conceived. It showed wisdom on the part of these officials because they were confronted with the expenditure of hundreds of thousands of dollars, in some cases of a million or more, of taxpayers' money which they wanted to be reasonably sure would be spent wisely and economically.

The writers wish to express their appreciation to their associates on the school survey staff for the many dedicated hours which they spent in conducting school surveys. In many cases the survey responsibility was in addition to the normal faculty load and involved working late into the night and throughout the weekend. To these faculty men; namely, W. Monfort Barr, assistant director of surveys and financial consultant; the late William H. Fox and David W. Segel, statistical analysts; Paul W. Seagers and E. Eugene Higgins, school building consultants; and August W. Eberle and Dean F. Berkley, community background analysts, grateful thanks are given.

The staff, also, is grateful to Miss Kathleen Dugdale, Editor of Publications in Education at Indiana University, who was responsible for editing all of the surveys as well as this appraisal study.

Last, but not least, acknowledgment is made to the many graduate assistants and teaching fellows who assisted the members of the survey staff in certain phases of the surveys, and especially to Harold O'Neal, who made a previous appraisal of eight school surveys conducted by Indiana University, from whose study has been taken much of the background in the history of school surveys at Indiana University.

Harold H. Church
Melvin S. Lewis

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CHAPTER I

SURVEY MOVEMENT AT INDIANA UNIVERSITY

At a very early date Indiana University was identified with the survey movement as it is currently known. The School of Education organized the Bureau of Cooperative Research in 1914, just four years after one of the earliest school surveys ever made in this country was conducted at Boise, Idaho. It is reported by J. C. Almack that this was one of the oldest university research bureaus in the United States.[1] The purpose of the bureau was to conduct research and field service activities especially for the schools of Indiana. School officials in Indiana were invited to become affiliated members, and through their cooperation with the bureau a great amount of valuable research was collected, the results of which were published from time to time in issues of the University Studies.

In 1914 the School of Education also held a conference on educational measurements for the purpose of bringing to the attention of the superintendents and teachers of the state significant matters relating to educational progress. This original conference proved to be so successful it became an annual affair of the University.

Since the survey movement was getting underway at that time, a great deal of consideration was given to the various aspects of school surveys at this 1914 conference. Henry Lester Smith, then superintendent of the Bloomington public schools, became the first person to discuss the subject when he reported on the "Organization of School Surveys in Towns and Small Cities."[2]

The second conference was held in 1915, at which time Leonard P. Ayers reported on the school survey.[3] In this report he gave his evaluation of the 30 school surveys that had been completed in the United States up to that time and made the following comment:[4]

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[1]Almack, J. C., Modern School Administration, p. 241.

[2]Smith, H. L., "Organization of School Surveys in Towns and Small Cities," in Conference on Educational Measurements, pp. 77-79.

[3]Ayers, L. S., "A Survey of School Surveys," in Second Annual Conference on Educational Measurements, pp. 172-181.

[4]Ibid., p. 176.

> The school survey is a new and distinctive implement of progress. It has come into being for the purpose of educating the public about their schools, and its distinctive function should be preserved. It is part of our national examination. It is the product of civic intelligence and community progress.
>
> Its object is to make the entire school system pass in review before the public eye. It makes the school and the public pay attention to each other. It presents the past, the present, and the possible. It is a community stock-taking inventory and appraisal of its educational assets and opportunities. It aims to place before the citizens a picture of their schools; a picture so accurate that it cannot mislead, so simple that it cannot be misunderstood, and so significant that it cannot be disregarded. It does not always succeed in its aims, but it cannot even take aim in secret or in the dark.

The fourth conference was held in 1917, at which time George D. Strayer, who was brought from Columbia University as an expert and consultant in the field of school surveys, reported on (1) the scoring of school buildings, (2) the standardizing of the school plant, (3) the significance and present status of the survey movement, (4) practical improvement in school administration resulting from the school survey.[5]

Official recognition was gained for school surveys at Indiana University when the School of Education offered a course which dealt with actual survey work. Among the courses of instruction included in the 1916-1917 Bulletin of the School of Education, the following statement appeared:

> 15b. School Administration. A study of a few typical school surveys recently made in the public schools of the United States, together with a systematic study of surveys, the extent of the demand for them, the motives back of them, the agencies that should conduct them, the methods of procedure, and the most effective use of results in correcting weaknesses discovered.[6]

Henry Lester Smith, who became Dean of the School of Education and Director of the Bureau of Cooperative Research in 1916, probably was responsible for this new course. Dean Smith rightfully could be called the father of school surveys at Indiana University. He had a very great interest in school surveys and had just completed his doctoral study, A Survey of a Public School System, at Columbia University.

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[5]Strayer, G. D., "The Scoring of School Buildings," etc., in Conference on Educational Measurements, pp. 9-36.

[6]Indiana University, School of Education, p. 19.

Dean Smith taught this survey course himself and was responsible for the numerous individual term papers embodying simple survey problems which he required of all of the students in his advanced classes in school administration who were qualifying for the master's degree. Although these individual studies were simple and limited in range and scope, they fulfilled the same purposes given today for school surveys.

A review of the literature concerning these early individual graduate studies reveals that 11 studies had been completed by 1920, including four studies of pupil progress, four comprehensive studies, two vocational studies, and one study on school costs. This emphasis on the study of a simple school problem as a requirement for graduate students in school administration increased the interest in the survey movement at Indiana University. During the time from 1921 to 1930, 46 individual brief surveys, covering 17 different localities, were completed as term papers.

The professional phase of conducting school surveys at Indiana University began in 1936. At this time Smith and Noffsinger directed a survey which was concerned with the improvement of education in rural Monroe County, Indiana.[7] This professional survey was followed by one conducted in 1937 by Holmstedt,[8] who made a school building survey of Knight Township in Vanderburgh County, Indiana. No further professional school surveys were made at Indiana University until 1945, when a school building survey was made for Rushville, Indiana, and a comprehensive survey was made by Harold E. Moore for the Columbus, Indiana, schools.

The survey movement gained considerable emphasis in 1946 when Wendell W. Wright became Dean of the School of Education and Director of the Bureau, the name of which had been changed to the Bureau of Cooperative Research and Field Services. In 1949 the name was again changed, this time to the Division of Research and Field Services. Under Dean Wright's supervision eight school surveys were made between 1946 and 1949, including those of Bedford, Noblesville, Highland, Greencastle, Nappanee, Rochester, Perry Township in Marion County, and Westchester Township in Porter County.

The school survey movement increased in emphasis and importance in 1949 under the encouragement and support of Dean Wright, when Harold H. Church became the Director of the Division of Research and Field Services and Director of School Surveys. During the next 10 years 52 surveys were conducted and published in the School Survey Series and, in addition, considerably more than 100 consultant studies were conducted by members of the school survey staff.

School surveys conducted and published by Indiana University, grouped according to civil divisions and years of

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[7]Smith, H. L., and Noffsinger, F. R., A Basis for the Improvement of Education in Rural Monroe County, Indiana, 168 pp.

[8]Holmstedt, R. W., Report of the Survey of School Buildings, Knight Township, Vanderburgh County, Indiana.

completion, are summarized in Table 1. Other surveys may have been conducted, but no record or evidence has been found of any such surveys. According to the data in this table, only two surveys were published prior to 1945, ten were published between 1945 and 1949, and 52 were published from 1950 to 1958, making 64 in all. Forty-three of the 52 published since 1950 were included in this appraisal. Four were excluded because they were not adapted to this study and five were underway at the time the study was made.

TABLE 1. SCHOOL SURVEYS CONDUCTED BY INDIANA UNIVERSITY FROM 1936 TO 1958, GROUPED ACCORDING TO CIVIL DIVISIONS AND YEARS OF COMPLETION

Dates	Counties*	Cities	Townships	Cities and townships combined	Total
1936-1937	0	1	0	1	2
1945-1946	0	2	0	0	2
1946-1949	0	6	2	0	8
1950-1958					
Included in appraisal	3	17	6	17	43
Not included in appraisal	2	1	1	1	5
Underway	1	2	0	1	4
Total	6	29	9	20	64

*Includes two partial county studies in which more than 50 per cent of the townships in the county were included.

Universal Need for School Surveys

The increased emphasis on school surveys came at a time when there was a great need for professional help expressed by local school board members and school administrators hoping to reorganize their schools and to plan for greatly needed new facilities and a broader and more modern educational program. The need was accentuated by conditions resulting from World War I and World War II, during which time there was an excessive demand for men and materials to carry on the war and satisfy civilian demands for the necessities of life.

At least three causes brought about critical conditions in most schools and led boards of education and both national and state school administrators to turn to their state universities for professional help in solving their problems. The first cause was the growing birth rate which began about 1940 but increased in crescendo about 1947 and continued almost unabated to 1959. During this period the number of births reached an all-time high in the history of the United States, averaging almost four million annually. Naturally this increased birth rate had its effect on the problems confronting school planning authorities, as more and more children became of school age, requiring an unprecedented number of new classrooms and buildings.

The second cause was the lag of schoolhouse construction during the depression of the 1930's and during the war and postwar years. For a period of more than 30 years, from 1914 to 1945, few school buildings were constructed, because of a scarcity of materials, manpower, or finances. Old buildings became more obsolescent during this time, bulging enrollments brought into use every available schoolroom facility, and pupils were far too frequently forced into half-day sessions because of limited classroom space.

The increasing tax rate for school purposes in Indiana was the third cause. This became a burdensome problem, because all the money for school construction had to come from local property taxes. The situation was aggravated in Indiana because of the constitutional limitation forbidding an indebtedness of more than two per cent on the local property valuation for capital school purposes.

The shortage of teachers also plagued school planning authorities, but this was not an immediate concern to survey planning staffs.

These causes and other signs of the times provided an opportunity for state colleges and universities to offer professional school survey services to local school planning officials, and Indiana University rose to the occasion, as did other universities, by giving major support to those who asked for help in surveying local school systems.

Basic Plan Adopted

In 1950 a somewhat uniform plan was adopted for conducting school surveys. It was felt by those who were concerned in conducting school surveys that, in order to provide adequate information for boards of education who were interested in having surveys made in their local corporations, a minimum of five areas within the local scene should be studied, and from the facts gathered from these five areas recommendations should be drawn up and made to local school planning authorities. The five important areas decided upon included (1) the factors in the local community which affect the public school program, (2) the school organization and the

educational program, (3) the enumeration of pupils and the prediction of enrollment for a succeeding 10-year period, (4) the study of existing and proposed school buildings and sites, and (5) a study of the local financial ability and the effort of the community to support schools. An analysis of the surveys made during this period shows that this pattern was followed almost exclusively.

After having determined the areas that should be studied, it was decided that a school survey staff should consist of specialists in each of the five areas who should function as a team when conducting school surveys. The team consisted of (1) a community background consultant, (2) an educational consultant and specialist, (3) a statistical analyst, (4) a school building consultant, and (5) a financial consultant.

Finally, it was decided that the program of conducting school surveys should serve as a means of training both young and experienced school administrators during the time that they were working as students for their advanced degrees. This experience proved to be a very valuable practicum course for those in training in school administration and became one of the very important outcomes of the school survey movement in the School of Education at Indiana University.

CHAPTER II

OTHER SCHOOL SURVEY APPRAISALS

An effort was made to locate published or unpublished school survey appraisals, some of which were made by other colleges or universities. Only five appraisals came to light. One was reported by L. P. Ayers as early as 1915, another was made by George Peabody College for Teachers in 1951, a third was conducted by Harold L. O'Neal as a doctoral dissertation at Indiana University in 1953, and a fourth was reported in a doctoral dissertation made at Ohio State University by Bill Root in 1956. Besides, an informal unpublished appraisal was made in 1954 by a lay citizen group under the direction of J. C. Carpenter, Trustee of Wayne Township, Randolph County, Indiana. For purposes of information and comparison, a brief description of each of these studies, with some of the significant findings and recommendations, is presented.

Ayers Appraisal

It is significant that one of the first appraisals of school surveys was made at Indiana University in 1915 by Ayers.[1] At the second Conference on Educational Measurements he made a report entitled "A Survey of School Surveys" which was based on the 30 school surveys which had been conducted up to that time. His report included information on who had directed the studies, the length of time they had taken, the number of workers who had participated, what they had cost, and the size and scope of the studies.

Ayers[2] summarized the most significant findings of his study as follows:

> It may be said that they are 30 in number; that they have all been conducted in the past four years; that they are increasing in frequency; that they have largely been conducted by professors of education; that they have largely been undertaken by agencies or individuals outside of the school systems; that they range in cost from $126 to nearly $126,000; that the time consumed ranges from three days to more than two years; and that the reports range in bulk from six pages to nearly 2,600 pages.

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[1]Ayers, L. P., "A Survey of School Surveys," in Second Annual Conference on Educational Measurements, pp. 172-181.

[2]Ibid., p. 176.

George Peabody College Appraisal

Thirty years later, in 1945, a second and more comprehensive study[3] was made by the George Peabody College for Teachers. Broadly, it had two purposes: (1) to make a periodic analysis of the procedures used, so that the quality of the survey service might be improved; and (2) to follow the activities which took place in the local community after the study had been made.

The Peabody study was based upon 15 of the most comprehensive studies which had been conducted by the Peabody survey staff during the five-year period from 1946 through 1950. Data for the study were obtained by questionnaires and by personal interviews with the most important persons who participated in the surveys, including school board members, superintendents of schools, principals, teachers, commissions, citizens, and pupils.

The following three significant conclusions were drawn from the study relating to the improvement of the Division of Research and Field Studies under which department the surveys were conducted:[4]

1. Upon completion of a survey, the staff should have continuing contacts with the school system.

2. Staff members should spend more time in the classrooms in order to form a more accurate judgment of the quality of teaching.

3. The Division of Research and Field Services should serve as a clearinghouse for the sharing of ideas among those school systems which have been surveyed.

Some of the most important conclusions found in relation to the activities which followed a comprehensive survey were as follows:[5]

1. The report was usually studied intensively by the superintendent and the administrative staff.

2. The illustrated digest proved to be an effective instrument in winning popular support and approval of the survey recommendations.

3. Survey reports were enthusiastically received by the public and the press.

4. Survey proposals in which the consolidation of schools was a major consideration were always opposed

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[3]McClurkin, W. D., A Survey of Surveys, 56 pp.

[4]Ibid., pp. 51-52.

[5]Ibid., pp. 53-56.

by the small communities. Such opposition sometimes led to compromise or even to failure to carry out survey recommendations.

5. Approximately 47 per cent of the recommendations in all the surveys reported were adopted.

6. Suggestions for the improvement of the transportation of pupils were readily accepted.

7. The adoption of the proposed program for financing the schools was frequently delayed by a variety of restrictions.

8. Financial gains in revenue receipts as result of county school surveys were only moderate.

O'Neal Appraisal

Harold L. O'Neal made a careful study in 1953 of the results achieved in the cases of eight school surveys conducted by the Division of Research and Field Services of the School of Education, Indiana University, during 1950 and 1951.[6] In this study he attempted (1) to determine whether school surveys made by Indiana University helped superintendents of schools and boards of education to find solutions to their problems, (2) to determine whether the surveys conducted by Indiana University were successful as reflected in the number of recommendations which had been followed, and (3) to point the way for the survey staff to conduct a school survey more effectively.

O'Neal based his study upon the information secured from several questionnaires sent to the superintendents of schools and the school planning authorities in school corporations in which surveys were made. Following the receipt of the questionnaires, O'Neal personally visited each community and conferred with the persons who filled in the questionnaires in order to be assured that the information was correctly reported. The surveys included in the O'Neal study were numbers 5, 6, 8, 10, 11, 12, 13, and 14. (See list of surveys in the Bibliography.) Only part of the major findings of this thorough and comprehensive study can be given here.

There were 118 recommendations made in the eight surveys included in O'Neal's study. Of these 118, school officials stated that 84 recommendations were being used, that 18 would be used, that three were not applicable, and that 13 would not be used. It thus appears that 102 recommendations, or 86.4 per cent of those made in the eight surveys, were declared by the school officials to be in use or soon to be in use; that 84, or 71.2 per cent, were being carried out; and

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[6] O'Neal, H. L., Adequacy and Changes Associated with Conducting Selected Cooperative School Building Surveys, 344 pp.

that 16, or 13.6 per cent, were considered not applicable or were not to be used. It is felt that 86.4 per cent of adoptions is a highly satisfactory outcome for the recommendations in these eight surveys.

In relation to other major aspects of the eight school surveys studied by O'Neal, the general opinions of the school officials in the surveyed communities were as follows:[7]

1. The oral presentations were useful in influencing the school officials and the general public toward accepting the findings and recommendations of the school surveys.

2. The published school survey bulletins were adequate as published reports of the school surveys and furnished a practical plan for the school officials to use in solving their school problems.

3. The various staff consultants made a thorough and comprehensive investigation of the areas they surveyed, and their recommendations were acceptable.

4. The school survey recommendations pertaining to vertical plans of school organization were accepted in each of the eight school corporations surveyed.

5. The secondary school curriculums have been expanded as a result of the concomitant outcomes of the surveys, such as the provision of rooms for art, music, and vocational courses in various fields.

6. School consolidations into larger administrative units took place as a result of three surveys wherein such consolidation was recommended.

7. The estimated September enrollments for all of the school corporations were conservative, being approximately three per cent less than the actual September enrollments.

8. Long-range financial programs suggested in the surveys have been accepted by the school corporations to improve their building situations.

9. The school officials were satisfied that the amount of construction recommended was in accordance with community ability and effort.

10. The school officials are satisfied that the number of rooms recommended by the surveys has not been excessive.

11. The surveys have been adequate in relation to the selection of new sites for school buildings.

12. Survey recommendations have assisted in providing new equipment for the school corporations.

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[7]Ibid., pp. 223-234.

13. Survey recommendations have been adequate in terms of school building construction.

14. Recommendations relating to rehabilitation programs have been accepted by seven of the eight school corporations, with the result that major repairs have been made as recommended.

Root Appraisal

A follow-up study of school plant surveys completed by the Bureau of Educational Research and Service at Ohio State University between the years 1946 and 1956 was made by Bill Mortimer Root as a doctoral dissertation in 1958.[8] The purposes given for the study were: (1) to determine the extent to which the recommendations were followed, (2) to obtain information helpful to boards of education and administrators in seeking advice from survey agencies, (3) to help survey agencies improve their services, and (4) to evaluate the general effectiveness of surveys and the quality of the recommendations.

Included in the study were 119 school plant surveys and 24 comprehensive studies. The study was based upon information secured from two different kinds of questionnaires, followed by personal interviews. This study showed that, of 2,920 recommendations made, 1,386, or 47.4 per cent, had been fully carried out and 596, or 20.4 per cent, were partially completed, making a total of 1,982, or 67.8 per cent, which were either fully carried out or partially carried out.

Among the conclusions which may be considered significant are the following:[9]

1. The pupil population predictions from 1946 to 1956 were conservative.

2. Lack of funds was the greatest hindrance to carrying out the recommendations, and the changes made in local communities after the survey was completed was the next greatest hindrance.

3. The greatest percentage of recommendations not followed was in local school districts, and the greatest percentage of recommendations followed was in exempted village school districts.

4. The greatest percentage of recommendations rated good was in city districts and the greatest percentage of

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[8]Root, B. M., A Follow-Up Study of School Plant Surveys Completed by the Bureau of Educational Research and Field Services Between the Years 1946 and 1956, 252 pp.

[9]Ibid., pp. 236-237.

recommendations rated poor was in districts surveyed outside of Ohio.

5. Local school planning authorities believed that the surveys helped them to interpret their school building and site needs to the citizens and were of great value in providing the proper information to support the appropriation of funds for adequate school facilities.

Root concluded his study by saying, among other things, that schools should continue seeking the advice of qualified survey agencies on a long-range basis. He stated that much time and money have been wasted by school authorities who think they have become school planning experts after serving one or more years on a board of education. He further was of the opinion that a plan should be developed by the survey agency to continue to assist surveyed school districts in implementing the survey recommendations.

Carpenter Appraisal

J. C. Carpenter, Trustee of Wayne Township, Randolph County, Indiana, made a very interesting appraisal of 21 of the school surveys conducted by Indiana University. The study was a very simple one made in March, 1954, to determine how effective the Indiana University surveys were and how widely the recommendations had been accepted and put into practice. Carpenter selected 21 of the school surveys that had been conducted by Indiana University and published in the School Survey Series. His findings and conclusions were drawn from a one-page questionnaire[10] which was sent to superintendents and township trustees of schools in which school surveys had been made by Indiana University.

Two questions of interest included on the Carpenter questionnaire have particular significance in this study. The replies to the question "Have you followed Indiana University recommendations? If so, to what extent?" show that 11 school corporations, or 52.4 per cent, followed the Indiana University survey recommendations very closely; seven school corporations, or 33.3 per cent, followed the recommendations closely; and two school corporations, or 9.5 per cent, followed the recommendations in part. Thus 85.7 per cent of these school corporations followed the Indiana University survey recommendations either very closely or closely. Twelve replies to the question "What approximate per cent of the school patrons are satisfied with the school survey?" indicated that almost all of the patrons were satisfied, and two replies indicated that the majority of the patrons were satisfied. Thus, at least a majority of the patrons were satisfied in 66.7 per cent of the schools, and the administrators of the remaining 33.3 per cent did not answer this question.

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[10]See Appendix A.

Many of the superintendents or school officials responding to this questionnaire voluntarily accompanied the questionnaire with a personal letter. Some of the personal statements included in the letters are more significant than the percentage of answers given in the questionnaires. Some of the more positive answers are quoted below:

> We have followed the university recommendations as carefully and as rapidly as events would permit us. It has saved us many an argument and local division of opinion. The survey recommendations were reasonable and understandable, so that our school officials were never challenged in following the survey recommendations. I would recommend to any corporation such a survey to guide them in solving their problems. It will unite almost everyone in working toward a common goal.
>
> We consider the Indiana University survey as a best analysis of our educational setup, and worthy of adherence to its recommendations.
>
> In my opinion the consolidation resulting from the survey was the most progressive step ever made by this community.
>
> I have not heard any criticism of the Indiana University survey by our patrons. I am sure there is a close relationship between our school program and the extent to which we have followed the recommendations made by Indiana University.

Although this simple and brief study cannot be compared with the scholarly studies reported earlier in this chapter, it does show effectively and clearly that the school planning authorities and officials are of the opinion that the school surveys conducted by Indiana University are generally effective and worth-while.

Summary

The outcomes of the appraisals reviewed are very encouraging, as indicated by the number of recommendations favorably acted upon or in process of being carried out as well as by the general satisfaction expressed by school officials and the public concerning the value of the surveys. The following summarizes in percentages the number of recommendations which were adopted or partially adopted as reported in the Peabody, O'Neal, and Root studies.

Study	Per cent adopted	Per cent partially adopted
Peabody	47.0	No report
O'Neal	71.2	15.2
Root	47.4	20.4

It is significant that an analysis of these three appraisals shows that the following two recommendations were clearly stated or strongly implied in all of the appraisals:

1. The survey staff should spend more time in the classroom and more time in studying the curriculum for the purpose of improving the quality of instruction and the educational program.

2. The school survey staff should continue to take an interest in the school system surveyed and should follow up with more help and further recommendations as they are needed after the completion of the survey.

All three of the appraisals also concluded that the surveys and published reports were the most effective means of informing the public and gaining their support of the recommendations made in the surveys.

CHAPTER III

PRESENT SURVEY APPRAISAL

Improvement in survey practices can be brought about by making periodic appraisals of surveys. This principle of appraisal of an activity or a product is just as sound and fundamental in the educational world as it is in the world of business and industry. No matter how effective a survey staff may feel its survey is, the final acceptance of the study must be based upon the opinion of those for whom the study has been made. An indication of how favorable a board of education and a superintendent of schools are toward a school survey can be reflected broadly from answers to the following three questions: (1) What has happened in the local school system and to the school personnel as a result of the survey? (2) How many and what kind of recommendations were adopted? (3) How reliable were the data? Answers to the first two questions were obtained from information contained in reports from school officials concerning 43 school surveys conducted from 1950 to 1958 by the School Survey Staff of the School of Education of Indiana University. It is assumed that, in the absence of any evidence to the contrary, the third question has been answered favorably.

Surveys Included in Present Study

From 1948 to July, 1959, there have been 56 school surveys in the School Survey Series completed and published by Indiana University. The first four of these, numbers 1 to 4 inclusive, have been excluded from this appraisal because the pattern of study was somewhat different from that of surveys published in 1950 and thereafter. The last four (53 to 56 inclusive) have been excluded because insufficient time has elapsed for the school corporations to put into practice the recommendations made in the surveys. In addition, one of the other five printed surveys that have been excluded was omitted because it differed from the usual pattern of surveys now being appraised, and the other four were omitted because responses to questions concerning them were not definite and interpretable. Thus 13 of the surveys in the numbered series have been excluded from the total of 56, leaving 43 surveys which form the basis of this appraisal. A list of these 43 surveys appears below, in the order in which they were completed:

Martinsville and Baker, Jefferson, and Washington Townships in Morgan County
Wayne Township, Allen County
Adams County Central Consolidated School Corporation, Adams County
Boonville and Boon Township in Warrick County
Columbia City
Alexandria
Beech Grove
Portland
Washington Township, Marion County

Hartford City
Bloomington and the Townships of Bloomington and Perry, Monroe County
Seymour and the Townships of Jackson and Redding, Jackson County
Kendallville
Center Township, Vanderburgh County

Metropolitan School District of Butler and of Franklin, Stafford, and Troy Townships, DeKalb County
Smith Township, Whitley County
Brown County
Garrett-Keyser-Butler School Corporation, DeKalb County
Guilford Township, Hendricks County

Lawrence Township, Marion County
Union City and Wayne Township Public Schools
Franklin
Decatur
LaGrange County, Including the Town of LaGrange

Kokomo and Center Township, Howard County
Highland
North Manchester and Chester Township, Wabash County
Wayne Township, Marion County
Marion

Logansport
Floyd County
Princeton
Mooresville-Brown, Madison, and Harrison Townships, Morgan County
Monroe-Winamac Public Schools, Winamac

Peru
Winchester
Madison and Madison Township
Clinton County
Valparaiso and Center Township, Porter County

Griffith
Bedford
Columbus
Warsaw and Wayne Township, Kosciusko County

Surveys conducted in this state by Indiana University have not been concentrated in one area of Indiana but have been scattered widely throughout the state. The locations in which these surveys have been made since 1948 in the published School Survey Series are shown graphically in Figure 1. Their scatter in different sections of the state attests to the fact that the assistance of the Division of Research and Field Services has been sought from every part of the state and that the Division attempts to serve the educational interests of any school corporation in Indiana which seeks its help in solving school problems.

Procedure

A simple evaluative procedure was used to find out how effective the surveys conducted by Indiana University have been. A questionnaire[1] was prepared, consisting of six areas of inquiry: (1) the over-all opinion of the survey, (2) the effect upon the prestige of those who were responsible for the survey, (3) the disposition of the recommendations, (4) the effectiveness of the printed study and the presentation to the

[1]See Appendix B.

Figure 1. Areas Surveyed by the Division of Research and Field Services, Indiana University

public, (5) the degree to which the survey was kept up to date, and (6) the kind and amount of additional help needed.

This questionnaire was sent to the executive heads of the participating school systems with a request for them and their boards to assist the survey staff in making an appraisal of the survey conducted in their community. Further, they were asked to confer before answering certain questions which involved judgment, so as to arrive at a consensus of opinion. Upon the return of the questionnaires the responses were tabulated and interpreted and the resulting data then became the basis for the appraisal.

Following the tabulation of the questionnaires, an analysis was made of certain kinds of common information which had been included in most of the surveys. The purpose of this was to find out whether there were any trends, patterns, practices, deviations, or limitations which might prove helpful in conducting later surveys.

Findings from the Questionnaire Study

The appraisal of the 43 school surveys conducted by Indiana University was limited to the information reported in the questionnaires sent to the officials of the participating schools, follow-up letters, and personal conferences. Although the number of surveys appraised in the study was 43, there were actually 90 separate school systems included in the 43 surveys, since the area covered in some of the surveys included more than one school corporation. The opinions of all of the school officials in these 90 corporations, therefore, are reflected in the answers contained in the returned questionnaires. In counties, cities, towns, or consolidated schools the questionnaire was answered by the superintendent of schools after conferring with the members of his board of education, and in the townships it was answered by the township trustees after they conferred with their advisory boards. The questionnaire contains 13 questions, the responses to nine of which are summarized in Table 2.

The purpose of the first question reported in Table 2 was to secure an over-all consensus of opinion concerning the value of the survey. In answer to this question, on the degree to which the survey was useful to the governing boards, it was the opinion of 33, or 77 per cent, of the respondees that the survey was very useful, and of 10, or 23 per cent, that it was useful. Thus, all 43 surveys were reported to be very useful or useful.

The prestige of the governing boards following the completion of the survey was reported in the second question. Thirty-five, or 81.4 per cent, of the responses indicated that the prestige of the governing boards became stronger; six, or 14 per cent, felt that it was about the same; and one, or 2.3 per cent, stated that it was weaker. One respondent did not answer this question.

TABLE 2. RESPONSES TO NINE QUESTIONS CONTAINED IN THE QUESTIONNAIRES THAT WERE RECEIVED FROM THE 43 SCHOOL AREAS SURVEYED BY INDIANA UNIVERSITY

Questionnaire item and type of response	Number of responses	Per cent
1. Degree to which the survey was useful to your board		
Very useful	33	77.0
Useful	10	23.0
Not useful	0	
2. Prestige of your board of education in the eyes of the community following the survey		
Stronger	35	81.4
About the same	6	14.0
Weaker	1	2.3
No response	1	2.3
3. Prestige of the superintendent of schools and/or trustee or trustees in the eyes of the community		
Stronger	34	79.0
About the same	6	14.0
Weaker	2	4.7
No response	1	2.3
4. Opinion of the soundness of the survey recommendations		
Unusually sound	17	40.0
Sound	26	60.0
Impractical	0	
7. Do you favor a statement of supporting evidence briefly summarized under the recommendations that need them?		
For all recommendations		
Yes	21	49.0
No response	22	51.0
For more significant recommendations only		
Yes	16	37.0
No	3	7.0
No response	24	56.0

TABLE 2 (Continued)

Questionnaire item and type of response	Number of responses	Per cent
8. Which of the following do you feel could have been omitted from your survey without any loss to you and the planning bodies in your community?		
Chapter (By name)		
None	42	97.7
No response	1	2.3
Figures, maps or graphs (by number)		
None	42	97.7
No response	1	2.3
Tables (by number)		
None	42	97.7
No response	1	2.3
10. a. Characterize the public presentation		
Most worth-while	20	46.4
Worth-while	21	49.0
Not worth-while	0	
No response	2	4.6
11. Have you attempted to keep your survey current in the light of changing conditions in your community?		
By revising your prediction tables		
Yes	38	88.4
No	5	11.6
By revising your financial schedule		
Yes	35	81.4
No	5	11.6
No response	3	7.0
By bringing your residential and preschool maps up to date		
Yes	31	72.0
No	7	16.4
No response	5	11.6
By revising your building schedule		
Yes	37	86.0
No	3	7.0
No response	3	7.0

TABLE 2 (Continued)

Questionnaire item and type of response	Number of responses	Per cent
By re-examining your recommendations		
Yes	37	86.0
No	3	7.0
No response	3	7.0
12. Was the matter of consolidation under consideration in your survey?		
Yes	24	55.8
No	19	44.2
If yes, did the corporation consolidate?		
Yes	22	91.7
No	2	8.3

Responding to the third question, which concerned the prestige of the superintendent of schools or the township trustee as chief executive officers of the schools, 34, or 79 per cent, felt their prestige was stronger; six, or 14 per cent, felt it was about the same; and two, or 4.7 per cent, reported that it was weaker. One respondent did not answer this question.

Concerning the soundness of the recommendations, a point which was raised in the fourth question, 17, or 40 per cent, felt they were unusually sound, and 26, or 60 per cent, felt they were sound. None reported that the recommendations were impractical.

The answers to the first four questions on the over-all opinion of the value of the surveys can be considered to be very good in the light of the responses. An explanation, however, should be made concerning the one unfavorable response to question 2 and the two unfavorable responses to question 3. The case of the one county superintendent of schools who responded to question 2 by saying that the prestige of his county board was weaker was understandable, because all except two of the 13 townships in the survey joined in the formation of three separate and educationally stronger consolidated school systems, each of which was governed by its own board of education. This left the county board of education with comparatively little responsibility for the county schools, and therefore that board was weaker in spite of the fact that much good had been accomplished.

In response to question 3 concerning the prestige of the superintendent of schools or the township trustee, two responses, one from a county superintendent of schools and one from a township trustee, indicated that their prestige was weaker. The county superintendent of schools was the same as the one referred to above, in a county in which three separate consolidated schools were formed, each administered by a new superintendent of schools. This, obviously, left the county superintendent with little responsibility. The township trustee in the other case checked his prestige as weaker because his schools were reorganized to function under a board of education, and he was thereby deprived of his control over the schools. These two men may not have been disappointed with the outcome of the survey, and probably realized that progress was made through consolidation or reorganization of their schools even if, as a consequence, the prestige of their offices suffered accordingly.

The answers to questions 7 and 8, concerning how the printed study could be improved, also were judgmental and therefore subjective. Responding to question 7, concerning whether they favored a statement of supporting evidence briefly summarized under the recommendations that need them, 21, or 49 per cent, answered "yes" for all recommendations and 16, or 37 per cent, checked "yes" for the more significant recommendations. Since 22. or 51 per cent, did not answer the first part of the question and 24, or 56 per cent, did not answer the second part, the outcome of question 7 can be considered to be inconclusive.

In response to question 8, there was almost unanimous agreement that none of the chapters, figures, maps, graphs, or tables included in the printed study should be omitted. Only one surveyed corporation did not respond to this question, and all of the 42 others, or 97.7 per cent, felt that none of the above-stated sections or items should be omitted.

Following the completion of each school survey, the survey staff presented at a public meeting the outstanding findings and recommendations of the survey, with the aid of visual graphic slides. They then sat as a panel to answer questions raised by the audience. Sometimes the audiences were large, sometimes they were small; on many occasions the enthusiasm of the audience ran high, and at other times the survey was accepted as a matter of course. On only very few occasions was a segment of the audience antagonistic to the recommendations. Usually, any opposition that developed came when consolidation was recommended and one of the corporations was likely to lose its small high school.

The purpose of question 10 was to find out how effective the public presentation of the survey had been. Twenty responses, or 46.4 per cent, characterized the public presentation as most worth-while, and 21, or 49 per cent, responded that it was worth-while, making a total of 41, or 95.4 per cent, of the respondents who indicated the presentation was either most worth-while or worth-while. None reported that the presentation was not worth-while, and two, or 4.6 per cent, did not answer this question.

In addition to checking the information blanks in question 10a, the following informative comments were made by the respondees in characterizing the public presentation:

You seemed to hit us 100 per cent.

An excellent and effective presentation.

The character of the presentation was O.K.

Our need was for more patrons to attend.

Too much apathy on the part of the public.

Too few people interested.

In response to question 10b, the following comments were made concerning how the public presentation could have been made more useful:

In no way. (12 responses) Very well done. (2 responses)

It must have been worth-while from the results obtained.

I think it was very good.

No suggestions for improvement. Larger attendance.

Use of more of the layman's language. In particular, one of the speakers was too technical.

Stronger emphasis on finance.

By having a previous meeting with trustees, board members, and school administrators first.

We should have exerted greater effort to get a larger crowd, although people offered no opposition.

Don't know; feel that new ways should be used.

Possibly a special presentation to certain church groups.

I cannot see how it could have been improved. It was a smooth piece of work.

Get more people to attend. The presentation was O.K.

By having later meetings after the public had given it more thought.

In most of the surveys, it was pointed out that people are living in a rapidly changing society and that conditions are likely to change either slowly or rapidly in the community area in which the survey is conducted. In order to keep

abreast of any changes, the local school heads were asked to revise periodically the tables, maps, schedules, and recommendations so as to bring them in line with changing conditions. Question 11 attempted to find out how many were complying with this request.

The reports on this question were very encouraging. Thirty-eight, or 88.4 per cent, indicated that they had attempted to keep the survey current by revising their enrollment prediction tables, and five, or 11.6 per cent, checked they did not; 31, or 72 per cent, indicated they kept their residential and preschool maps current, seven, or 16.4 per cent, indicated they did not, and five, or 11.6 per cent, did not answer this question; 35, or 81.4 per cent, stated they revised their financial schedules, five, or 11.6 per cent, checked they did not, and three, or seven per cent, did not answer this question; 37, or 86 per cent, revised their building schedules, while three, or seven per cent, stated they did not, and no response was given by three, or seven per cent. The same responses were given for re-examining their recommendations as were given for revising their building schedules.

The matter of consolidation or reorganization was under consideration at the time of the survey in 24 of the 43 survey areas included in this study. Since school consolidation usually is accompanied by much misunderstanding, emotion, and bias, largely because the public is uninformed, the survey staff was particularly interested in learning what had happened in those 24 school areas where consolidation was an issue. It was the feeling of the investigators that, if a survey brought the facts clearly and objectively before the public, the majority of the people would act in an intelligent manner and generally would follow the recommendations made in the survey. The degree to which the consolidation or reorganization recommendations were followed then became an acid test of the success of the surveys.

Question 12 indicates that, of the 43 surveys in this appraisal, 19, or 44.2 per cent, were not confronted with the issue of consolidation or reorganization. Of the 24 surveys in which consolidation or reorganization was an issue, 22, or 91.7 per cent, were later consolidated or reorganized and two were not. This is a remarkably high percentage.

It is known that the two school towns reporting that no consolidation had taken place were surrounded by townships in which the trustees were prejudiced against consolidation and would not join in the school surveys. The township citizens were given no reliable data concerning the township schools, and the township trustees refused even to consider the matter of consolidation with the towns. It is debatable whether the survey staff should be held responsible for the fact that no consolidation took place as a result of these two surveys when it had no opportunity to obtain or present any data from the surrounding townships.

The question of consolidation and reorganization of schools in Indiana has been relatively recent. Prior to 1945 there were only four reorganized school corporations in the

state, but, starting in 1947, the matter of consolidation became of great concern and by September, 1958, there were 143 reorganized or consolidated schools made up of 328 separate school corporations. During the 10-year period from 1949 to 1958, the influence of the Indiana University school surveys on consolidation could definitely be felt, and it was not surprising that such a large number of reorganizations or consolidations resulted from the surveys made by the Division of Research and Field Services.

It was not possible in 1950, under the Indiana law, for a township school to be controlled by a board of education or administered by a superintendent of schools, as this authority was vested only in the township trustee. For this reason it is interesting to note the recommendations that were made in the surveys conducted by Indiana University in 1950 and the results of these surveys. In one of the first townships surveyed, Wayne Township in Allen County, it was recommended that a supervising principal be appointed by the township trustee to administer the schools, since a superintendent of schools could not be appointed by law. The township trustee was a wise, honest, and courageous trustee, and within a few weeks following the completion of the survey he appointed one of his principals to administer the schools much as a superintendent of schools does in towns and cities. This action paved the way for the enactment of a new law in Indiana legalizing the appointment of a superintendent of schools in a township school system.

In 1951 the Indiana General Assembly enacted a law making it possible for schools to consolidate, and, in swift succession, two schools included in this study, Boonville and Portland, consolidated. Shortly thereafter, in 1952, Martinsville and several of the adjacent townships consolidated following a survey which was completed in 1950. Then followed, in 1953, reorganization in Guilford Township, consolidation in Bloomington and Perry and Bloomington townships, consolidation of Seymour and Redding and Jackson townships, and so on until all 22 of the school consolidations or reorganizations reported in this study had been effected as the result of recommendations made in Indiana University school surveys.

Questions 9 and 13 were included on the questionnaire to ascertain what additional data or information would have been useful to the local school planning authorities and what additional help might be needed by these authorities in order to keep the surveys current. An indication of the kinds of help needed by the school corporations surveyed can be secured by scanning the comments quoted below. Since these are so diversified, no attempt has been made to list them in categories. They are more meaningful as they are. The number in parentheses following a quotation refers to the number of times the suggestion of a certain type of additional help appeared on the questionnaires.

None. (8)

Survey very complete, no additional data or information required.

Had everything we could use at that time.

No suggestions for improvement.

Our needs will be determined in the future, and we could not expect a survey to project a program beyond a reasonable point.

In our case, how to get the three units sold on the consolidation so the boards can get together.

Make a charge to the local corporation to cover a follow-up check and analysis approximately one year later. Also a report (public) to the community.

Some better map studies to aid in transportation.

A better follow-up or revision of the data for the first five years. Transportation.

Selected or "picked" persons should not be invited to a meeting for the public--seems better.

Not well enough acquainted with the situation to know yet.

I think the personal visitation by _____ when we had him come as a consultant to talk to the board was most valuable. This was five or six years after the survey was made.

We should have exerted greater effort to get a larger crowd, although Union City proper offered no opposition.

A survey of the township in which the city is located.

No fault of the survey, but a large housing addition has thrown the survey out of order. It contains everything needed.

Study of Peru Township and Washington Township even if our board would have needed to finance the additional township study. Chamber of Commerce ideas. Sufficient as it is.

The survey was complete and adequate.

As to whether they needed additional help in order to keep their surveys current (question 13), the responses revealed the desire of the school planning officials for some kind of continuing service from the survey staff. Eighteen of the responses (as shown in the first item below) contained a note of uncertainty, a sort of "let's wait and see" attitude. It is very probable that, if a member of the survey staff were to visit with these people, he would find some problems on which the school corporations would desire further study. The comments are listed as follows:

No. Not at present. Can't say. Will let you know. (18)

We may need help on reorganization under Senate Bill 6. (Consolidation Bill) (2)

Not at present. The 1952 survey was well done and was conservative. It has been continuously useful.

Will know better as time goes by. I believe we are able to keep it current with our own staff and the cooperation of the community. (2)

We may give you a call some day. Any group of people closely associated in a community need and profit from outside professional sources.

Help for one or two days to bring our census data up to date.

Yes. Get my revision data incorporated into the revised tables returned to me.

As soon as the new corporation gets its departments set up and operating, I feel that there will be major problems that the University can help solve through the Division of Research and Field Services.

In regard to one high school and division of elementary and high school pupils.

At present we are making a survey of population, finances, and building needs to bring us up to date.

We are starting on the building of a joint high school with the two townships on an assessed valuation basis. In order to be acceptable to change to Metropolitan under Senate Bill 6, people of the townships voted to accept joint (but not consolidation) but will accept consolidation under Senate Bill 6.

Will know better as time goes on.

No. Will be done locally.

We are still talking consolidation. If consolidation becomes a reality we would wish some more advice on use of present buildings and future plans.

Yes. We could use help in making a new census but have been too busy and will be too busy until fall.

Not at present. We have asked for clarification and guidance on certain items in the survey and received prompt assistance. Example: reappraisal of building site recommendation. Incidentally, everybody now agrees that the new building is well located.

A follow-up study would be helpful but it can probably be handled by our own staff.

Problems concerning annexations to our city of areas outside south. This is a problem that cannot be ascertained by a survey.

Could a survey be made to show:

1. Success of students in college who come from high schools of various sizes?

2. Per cent and causes of dropouts of students in high schools of various sizes?

3. A study of employees in key positions in industry and professions, divided into groups according to the various sizes of the high schools they attended?

We need some objective data to show that a large unit produces better citizens than a small unit. I think that this is the thing that we are interested in.

Report on Recommendations

The answers to 11 of the 13 questions included on the questionnaire have already been discussed. The answers to all of these questions, except one on consolidation, were based upon opinion and judgments. Answers to questions 5 and 6, which have to do with the dispositions that have been made of the recommendations, are based upon the actions taken by the school authorities and, therefore, constitute a very objective instrument of appraisal for the 43 surveys included in this study.

In the 43 school surveys, 934 recommendations were made, but the dispositions of only 883 of these are included in this study. Of the 51 remaining recommendations, 21 apply beyond the year 1959, and no response was received to the other 30.

Of the 883 recommendations classified in Table 3, there were 682, or 77.2 per cent, that were reported as carried out or underway, and 201, or 22.8 per cent, reported as not carried out. These were grouped in six categories; namely, buildings and sites, organization procedures, finances, improvement of education, general, and consolidation.

As might be expected, the greatest number of recommendations was made in the field of buildings and sites. In this category, 310 recommendations were made, of which 247, or 79.7 per cent, were reported completed or underway and 63, or 20.3 per cent, as not carried out. The number of recommendations varied from 103 recommendations for new construction, of which 79, or 76.7 per cent, were completed or underway and 24, or 23.3 per cent, were not carried out, to six recommendations for improving decorations, of which all were completed or underway.

TABLE 3. TYPE, NUMBER, AND PER CENT OF RECOMMENDATIONS REPORTED BY THE SCHOOL CORPORATIONS AS CARRIED OUT OR IN PROCESS OF BEING CARRIED OUT OR AS NOT CARRIED OUT, GROUPED BY CATEGORIES

Recommendations, by subjects	Number of recommendations	Completed or underway		Not carried out	
		Number	Per cent	Number	Per cent
1. BUILDINGS AND SITES					
Construct new buildings	103	79	76.7	24	23.3
Rehabilitate buildings	77	66	85.7	11	14.3
Acquire new sites	54	37	68.5	17	31.5
Improve maintenance	24	20	83.3	4	16.7
Improve lighting	21	19	90.0	2	10.0
Raze or abandon old buildings	17	13	76.5	4	23.5
Improve recreational facilities	8	7	87.5	1	12.5
Improve decorating	6	6	100.0	0	0.0
Total	310	247	79.7	63	20.3
2. ORGANIZATION PROCEDURES					
Vertical organization	37	31	84.0	6	16.0
Establish annual census	29	12	41.4	17	58.6
Add administration staff	25	20	80.0	5	20.0
Improve transportation	25	22	88.0	3	12.0
Analyze predictions annually	17	17	100.0	0	0.0
Relocate administrative offices	15	11	73.3	4	26.7
Relocate rooms and equipment	8	3	37.5	5	62.5
Change attendance districts	6	6	100.0	0	0.0
Total	162	122	75.3	40	24.7
3. FINANCES	159	117	73.6	42	26.4
4. IMPROVEMENT OF EDUCATION					
Make improvements in curriculum	31	31	100.0	0	0.0
Change practice for promotion	14	14	100.0	0	0.0
Improve seating furniture	13	7	54.0	6	46.0
Transfer pupils to other buildings	11	9	82.0	2	18.0

TABLE 3 (Continued)

Recommendations, by subjects	Number of recommendations	Completed or underway		Not carried out	
		Number	Per cent	Number	Per cent
Reduce teaching loads	9	8	88.9	1	11.1
Establish kindergartens	9	5	55.6	4	44.4
Improve shop facilities	9	6	66.7	3	33.3
Abandon department plan below grade 7	7	4	57.1	3	42.9
Provide new modern instructional equipment	5	5	100.0	0	0.0
Extend school term	4	3	75.0	1	25.0
Install better playground equipment	3	3	100.0	0	0.0
Assign only one grade per teacher	3	2	66.7	1	33.3
Improve library practices	2	2	100.0	0	0.0
Total	120	99	82.5	21	17.5
5. GENERAL					
Change use of rooms or buildings	22	21	95.5	1	4.5
Study problems with others	13	6	46.1	7	53.9
Have certain schools buy busses	4	0	0.0	4	100.0
Miscellaneous	68	47	69.1	21	30.9
Total	107	74	69.2	33	30.8
6. CONSOLIDATION	24	22	91.7	2	8.3
Total	883	682	77.2	201	22.8

The second greatest number of recommendations was made in the field of organization procedures. In this category there were 162 recommendations, of which 122, or 75.3 per cent, were reported as completed or underway and 40, or 24.7 per cent, as not carried out. It can be seen that the greatest number of recommendations under this category referred to the vertical plan of school organization, in which 37 recommendations were made. Of these, 31, or 84 per cent, were completed or underway and six, or 16 per cent, were not completed. The smallest number of recommendations in this category related

to changing attendance districts, and in this area six recommendations were made and all were completed or underway.

The third largest number of recommendations (159) was made in the field of finance. Of these, 117, or 73.6 per cent, were reported as completed or underway, and 42, or 26.4 per cent, were checked as not having been carried out.

There were 120 recommendations made in the area of improvement of education, 99, or 82.5 per cent, of which were reported as having been completed or underway and 21, or 17.5 per cent, of which were not carried out. It will be noted that the greatest number of recommendations made in this category was in the field of curriculum improvement, in which 31 recommendations were made and all were completed or underway. The smallest number of recommendations in this category, two, were related to the improvement of library practices and both were completed or underway.

In the area of general recommendations, 107 recommendations were made, 74, or 69.2 per cent, of which were completed or underway and 33, or 30.8 per cent, of which were not completed. In this general category 68 recommendations were reported under the heading of Miscellaneous. These are not itemized in the table but are reported in two lists below, one containing recommendations which were carried out, and the other containing those which were not carried out. Of this number, 47, of 69.1 per cent, were completed or underway and 21, or 30.9 per cent, were not completed.

The recommendations on consolidation, listed in the last of the six categories in Table 3, have been reported in Chapter II.

Below is a list of the 47 miscellaneous recommendations reported in Table 3 which were carried out but which were not listed individually.

Claiming county property adjacent to the school building

Keeping receptive to invitations to consolidate

Not taking more transfer pupils

Establishing a committee to study guidance problems

Restudying school building plans (2)

Establishing a bus garage

Making more economical use of space

Closing a street during school hours

Studying instructional needs (2)

Avoiding spending more money on an old building (2)

Using emergency facilities

Studying with parents the need for a school cafeteria

Coordinating school planning with city planning

Regrouping departments for a desirable juxtaposition

Improving the appearance of the school grounds (2)

Extending cafeteria service to other schools

Adopting a redecorating schedule (2)

Rehabilitating the foods laboratory (2)

Providing an in-service training program for the custodial staff

Improving laboratory facilities for the science laboratory (2)

Discontinuing a segregated school

Providing principals with clerical help

Improving instructional facilities

Using the old athletic field as a playground

Making kindergarten sessions a full day

Encouraging the curriculum committee

Appointing a curriculum committee

Preparing a curriculum booklet

Improving the scheduling of the high school classes

Having teachers note and report need for repairs to rooms and building

Reducing teaching load of principals (2)

Relieving principal from duty of delivering films to various schools

Improving the door locks for exit safety

Installing frost-proof playground drinking fountains

Installing a chain-pull pop-off valve for the boiler

Improving the biology laboratory

Adopting a cooperative policy of exchanging pupils living in the fringe neighborhood territory

Improving storage facilities for science (2)

A list of the 21 miscellaneous recommendations in Table 3 which were reported by the school corporations surveyed as not having been carried out is given below. These, also, are not listed individually in the table.

Making purchases in quantity

Eliminating small busses

Establishing bus patrols

Annexing adjacent areas

Refusing to accept additional transfer pupils

Organizing new attendance districts (2)

Consulting with a soil engineer

Improving school library program (2)

Exchanging transfers

Having decision made by school board as to which building to construct

Working with citizens in investigating the possibility of securing an increase in the base of financial valuation in the community

Improving facilities for children who become ill at school (2)

Requesting an evaluation of the high school by the North Central Association of Colleges and Secondary Schools (2)

Providing a summer meeting place for the members of the 4-H clubs

Providing relief from teaching for the principals of elementary school buildings with large enrollments (2)

Forming a county citizens' committee for each attendance district for the suggested high schools

It appears that the 43 surveys conducted by Indiana University have been well received and appreciated by the school officials for whom the surveys were made. Two statements made on the returned questionnaires seem to express the opinions of many. One superintendent of schools wrote:

> We have a most high regard for the 1955 survey. As a result of this survey, we now have, in 1959, a new high school constructed, organized, and operating in our town. We have been able to anticipate our future school

needs and to prepare to meet this rapid upsurge of school enrollments. It was valuable from a public relations viewpoint in that it promoted public confidence in our schools.

Another one wrote:

We feel that the survey was and continues to be most useful to us. It was thorough, objective, and realistic. Not least, it enjoys a high degree of prestige--having been made under the auspices of the State University. That makes its purpose and findings highly acceptable to the community.

Expressions such as these and the favorable responses given in the questionnaires give evidence that the school officials and the people served by the Indiana University school surveys regard these surveys very favorably.

Summary

When this appraisal of the 43 school surveys was begun there was a feeling among the members of the school survey staff that much good was being accomplished through their efforts in gathering objective data and interpreting it to the local school authorities. This appraisal, based upon a report of the facts and the opinions of the school authorities in the surveyed corporations, bears out the original opinions of the survey staff. The evidence presented in this study is objective and should enable the reader to draw his own conclusions regarding the effectiveness of the school surveys conducted by the School of Education of Indiana University. It is hoped that the results of this study may prove helpful to anyone who is studying comparable problems concerning the public schools.

CHAPTER IV

OTHER FINDINGS

On numerous occasions during the period when the surveys were being conducted, questions arose in the minds of the survey staff for which there were no known answers. In some cases opinions were expressed but there were no objective data to confirm the opinions. These questions concerned (1) the number of administrative staffs that had been expanded following the completion of a school survey; (2) the number of new residences per 1,000 population that were constructed annually; (3) the size of the sites of the elementary and secondary schools in the school areas surveyed; (4) a comparison of the high schools in the townships surveyed with those in the town, city, or reorganized school corporations in matters of quality of instruction, curriculum, facilities, and buildings; and (5) the methods in use at the time of the survey for raising funds for building construction, and the financial methods adopted following the surveys.

Answers to those and similar questions were sought in the data of 47 published school surveys. The appraisal in Chapter III was based upon the responses of school officials in only 43 of these surveyed school corporations because the responses from school officials in four surveyed corporations could not be interpreted with consistency. Since the data in this chapter are taken from factual information printed in the survey bulletins rather than from the opinions of school officials, these four are included. These additional surveys are the following:

Clay County, Indiana (1951)

Anderson Township, Madison County, Indiana (1953)

Richland Township, and Dunkirk and Redkey, Jay County, Indiana (1953)

Owen County and Spencer Public Schools, Indiana (1954)

Administrative organization charts and recommendations relating to the administrative staff usually were included in the school surveys when there seemed to be a need for additional staff, which was the case when it appeared that the school corporations should be reorganized or consolidated into larger units. Listed in Table 4 are 13 school surveys in which recommendations were made for additional personnel on the administrative staffs. These 13 original or reorganized school corporations formerly consisted of 36 separate school corporations.

TABLE 4. EXPANSION OF ADMINISTRATIVE STAFFS AS A RESULT OF SURVEYS CONDUCTED BY INDIANA UNIVERSITY

Pupils enrolled	Chief administrative positions	
	Positions at time of survey	Added positions
1,949	Superintendent	Supervisor of Buildings and and Grounds
1,551	Trustee	Supervising Principal
2,735	Trustee	Superintendent of Schools
		Business Manager
		Supervisor of Buildings and Grounds
		Assistant Superintendent
1,951	Superintendent and others	Assistant Superintendent
		Supervisor of Buildings and Grounds
8,376	Superintendent and others	Assistant Superintendent
1,505	Superintendent and others	Assistant Superintendent
7,992	Superintendent and others	Assistant Superintendent
		Business Manager
3,676	Superintendent and others	Business Manager
3,507	Superintendent and others	Assistant Superintendent
2,526	Superintendent and others	Assistant Superintendent
3,329	Trustees (13)*	Three superintendents*
2,409	Superintendent and others	Administrative Assistant
		Elementary Supervisor
4,588	Superintendent and others	Business Manager

*County survey of 13 townships from which three school corporations were formed.

At the time the surveys were conducted these 36 corporations were administered by 10 superintendents of schools and 21 township trustees. Upon the reorganization or consolidation of all these schools except those in which reorganization or consolidation was not an issue, four new superintendents of schools and one supervising principal were appointed to take the place of 15 of the trustees. The other six trustees relinquished their authority to administer the schools to the superintendents of schools in the corporations with which their schools were consolidated. In the larger corporations, and in those which were consolidated under a new superintendent of schools, the following administrative officers were added to the administrative staffs: seven assistant superintendents of schools, four business managers, three supervisors of buildings and grounds, one administrative assistant to the superintendent of schools, one elementary supervisor, and one supervising principal, as well as the four new superintendents of schools mentioned above. It is encouraging to note that the boards of education administering these growing schools recognized the need for additional staff members to administer the larger and growing school corporations.

High school sites. The number and size of the high school sites included in 47 school surveys conducted by Indiana University are reported in Table 5. In the areas covered by these surveys there were 69 high schools, 49 of which had fewer than 600 pupils and 20 of which had more than 600. The total acreage in the sites of the 49 high schools having an enrollment of fewer than 600 was 286.40 acres. The range in acres was from 28.00 to .90 acres, with a median of 4.00 acres and a mean of 5.84 acres. One site had 28 acres, one had 19 acres, and one had 15 acres, and all the others were smaller.

The total number of acres in the sites of the 20 high schools having an enrollment of 600 or over was 197.05 acres. The range in acres of these 20 high school sites was from 40.00 to 1.40 acres, with a median of 4.25 acres and a mean of 9.85 acres. One site had 40 acres, one had 26 acres, and one had 20 acres. All the others were smaller.

Most of the high school sites reported were far too small to meet today's standards, which usually require a minimum of 12 acres for the first 300 pupils, plus one additional acre for each 100 pupils over 300.[1]

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[1]Administrative Building Council of Indiana, School Construction Rules and Regulations, vol. 5, 1955, p. 9.

TABLE 5. NUMBER AND SIZE OF HIGH SCHOOL SITES, GROUPED ACCORDING TO ENROLLMENT, AS FOUND IN 47 SCHOOL SURVEYS CONDUCTED BY INDIANA UNIVERSITY

Enrollment under 600		Enrollment 600 or over	
Number of sites (N = 49)	Acres in sites	Number of sites (N = 20)	Acres in sites
1	28.00		
1	19.00		
1	15.00		
1	14.50		
1	14.00		
1	12.50		
1	11.00	1	40.00
3	10.00	1	26.00
1	9.50	1	20.00
2	9.00	1	18.00
1	8.00	1	15.00
2	7.00	1	14.00
1	5.50	1	13.00
4	5.00	1	11.50
2	4.50	1	10.00
2	4.00	1	5.00
2	3.50	1	3.50
5	3.00	1	3.40
2	2.50	1	3.30
1	2.10	2	2.50
6	2.00	1	2.25
2	1.50	1	2.20
1	1.40	1	2.00
4	1.00	1	1.50
1	0.90	1	1.40
Median	4.00	Median	4.25
Mean	5.84	Mean	9.85
Total	286.40	Total	197.05

Elementary school sites. A study was also made of the elementary school sites in 47 of the school surveys conducted by Indiana University. The tabulated data are not presented in this publication. However, it was found that the total acreage in 142 elementary sites of schools with enrollments of fewer than 300, was 283.88 acres. These sites ranged from 11.00 to .25 acres, with a median of 1.28 acres and a mean of two acres. There was only one site of 11 acres, and one of 10

acres, the others being smaller. The total acreage in the sites of the 72 elementary schools with enrollments of 300 or over was 283.37 acres. These ranged in size from 21.25 to .66 acres, with a median of 2.70 acres and a mean of 3.94 acres. There was only one site with 21.25 acres, and the next largest site had 15 acres. Most of the elementary sites reported above were much too small to meet today's standards, which require a minimum of seven acres for the first 200 or fewer pupils and one additional acre for each 100 additional pupils.[2]

New residences. In making a survey, one of the things the survey staff was interested in was the number of residences that might be constructed annually per 1,000 inhabitants in a rapidly growing community, in a community of medium growth, and in one that appeared to be static in population. It was assumed that a community having an average of 11 or more residences constructed annually per 1,000 inhabitants was usually growing rapidly, and that one with fewer than about three residences constructed annually per 1,000 inhabitants was generally of slow growth. In investigating these assumptions, a study was made of the average number of residences constructed annually over a 10-year period prior to each survey. Dividing that result by the number of thousand inhabitants in the surveyed community gave the average number of residences constructed annually per 1,000 inhabitants. These data have been summarized for 47 school surveys conducted by Indiana University and appear in Table 6. It is apparent that the average number of residences per 1,000 inhabitants that had been constructed annually ranged from 17.5 to 0.5 residences, the median being 4.1 residences and the mean, 6.5. The range of the middle 50 per cent was from 7.2 residences to 2.5. It is thought that the data of Table 6 suggest some possible validity to the assumptions of the survey staff in connection with this problem of community growth.

Another question which frequently arose in connection with the school surveys conducted by Indiana University related to the stability of the population of communities surveyed. In these surveys a house-to-house canvass was used to ascertain the number of years families had lived in the community. Data showing the percentage of families who had lived in the community 10 years or more, and the percentage of those who had lived there for periods of time ranging from one to nine years, were tabulated for 47 school surveys, but the table is not reproduced herein. An analysis of the data in the table, however, shows that the range in the percentages of families living in the community 10 years or more was from 72.0 per cent to 13.5 per cent, with a median of 43.5 per cent. The range of the middle 50 per cent was from 52.0 per cent to 35.7 per cent.

It was also found that the range in percentages of families living in a community for two years or less was from 43.7 per cent to 11.0 per cent, with a median of 20.0 per cent. The range of the middle 50 per cent was from 24.7 per cent to 16.0 per cent.

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[2]Ibid., p. 9.

TABLE 6. AVERAGE NUMBER OF RESIDENCES PER 1,000 INHABITANTS CONSTRUCTED ANNUALLY FOR A 10-YEAR PERIOD PREVIOUS TO SURVEY, AS FOUND IN 47 SCHOOL SURVEYS CONDUCTED BY INDIANA UNIVERSITY FROM 1950 TO 1958

Average number of residences constructed per 1,000 population	Average number of residences constructed per year	Population of area surveyed	Average number of residences constructed per 1,000 population	Average number of residences constructed per year	Population of area surveyed
17.5	280	16,027	3.8	120	32,140
16.7	91	5,475	3.8	28	7,265
12.9	105	8,136	3.7	30	8,118
12.8	100	7,785	3.4	16	4,746
12.2	109	8,866	3.2	124	38,400
12.1	221	18,448	3.2	16	4,890
11.6	133	11,455	2.9	18	6,119
8.3	40	4,855	2.8	20	7,050
7.6	66	8,577	2.7	17	6,496
7.6	58	7,725	2.6	14	5,580
7.3	292	40,000	2.5	14	5,614
7.2	41	5,689	2.5	30	11,763
6.6	116	17,468	2.4	51	21,031
6.5	80	12,457	2.4	32	13,868
5.7	20	3,468	2.2	16	7,253
5.6	40	7,230	2.0	13	6,554
5.5	40	7,316	1.9	12	6,425
5.3	99	18,903	1.7	10	5,478
5.1	37	7,271	1.5	46	29,734
4.9	67	13,500	1.4	7	5,139
4.7	197	42,435	1.0	15	15,000
4.7	62	13,288	0.5	2	4,363
4.5	28	6,209			
4.1	52	12,630			
3.8	11	2,944			

Range in number of residences constructed per 1,000 inhabitants = 17.5 to .5

Median = 4.1

Mean = 6.5

Range of middle 50 per cent = 7.2 to 2.5

Although no valid conclusions were drawn from these data, it was assumed that a community has a fairly stable population if the percentage of families living in it for 10 years or more exceeds approximately 52 per cent, and that a community with about 25 per cent or more of its families living there for only two years or less is likely to be an unstable community.

Ratings of school buildings. A summary was made of the ratings of the school buildings included in the 47 school surveys, as scored on the Holy-Arnold Score Card for School Buildings.

The general ratings of buildings according to groups of scores made on this score card are as follows:

General rating	Score ranges
Excellent	801-1,000
Good	601-800
Average	451-600
Poor	201-450
Unsatisfactory	1-200

The score of 1,000, of course, represents an ideal building. Actually, there never has been a perfect building, as all buildings are compromises to some degree. Of the 267 buildings scored in the school surveys reported in this study, very few scored in the excellent division--801 to 1,000.

The results of this summary of ratings of the elementary and secondary school buildings included in this analysis are shown in Table 7. According to this table, the 113 elementary schools in city, town, and reorganized school corporations scored considerably higher than did the 68 elementary schools in townships. The ranges were from 811 to 264 points in city, town, and reorganized school corporations as compared with 730 to 118 in townships. The medians were 458 and 417, respectively, and the other scores were similarly lower for the township schools. This cannot be considered to be a true rating of the township elementary schools, however, because 61 elementary township schools, generally one- and two-room schools, were not scored because the buildings were either in too poor physical condition or inadequate. It is the opinion of the investigators based upon first-hand knowledge of all of these buildings and re-enforced by the photographs included in the printed studies, that a generous median score for these buildings would be about 250. If the scores of the 61 buildings, at a score of 250 for each building, had been ranked with the 68 elementary buildings which were scored, the median score for the township elementary buildings would not exceed 250 and the median, the mean, and the range of the scores of the middle 50 per cent would also have been lower.

A comparison between the scores of the township elementary schools and those of the city, town, and reorganized school corporations shows that the better and more adequate elementary buildings were located in the city, town, and reorganized school corporations.

TABLE 7. RANGE IN SCORES, MEDIAN, MEAN, AND RANGE OF THE MIDDLE 50 PER CENT OF SCORES OF SCHOOL BUILDINGS IN 47 SCHOOL SURVEYS CONDUCTED BY INDIANA UNIVERSITY

Schools	Number of schools	Range in scores	Median score	Mean score	Range in scores of middle 50 per cent
Elementary schools in the townships	68	730-118	417	426	523-340
Elementary schools in city, town, and reorganized school corporations	113	811-264	458	495	558-393
Secondary schools in the townships	29	669-231	430	448	535-395
Secondary schools in city, town, and reorganized school corporations	54	848-208	517	511	587-441

It also appears from Table 7 that the scores of the 54 secondary schools (high schools and junior high schools) located in city, town, and reorganized school corporations were substantially higher than the scores of the 29 high schools located in the townships. The ranges, medians, means, and ranges of the middle 50 per cent of the two sets of secondary schools show a distinct advantage for the secondary schools in the city, town, and reorganized school corporations.

An analysis was made of the number of buildings in which two or more grades were being taught by one teacher in 110 township elementary schools and in 168 elementary schools located in city, town, and reorganized school corporations surveyed. This study showed that in 110 township elementary buildings, 89 buildings, or 80.9 per cent, had two or more classes enrolled in one classroom; whereas, in the 168 elementary school buildings located in city, town, and reorganized school corporations, only 110 buildings, or 65.6 per cent, had two or more grades enrolled in one room. Here again is substantiating evidence that elementary schools located in the city, town, and reorganized school corporations, by and large, are able to provide better conditions for learning than is possible in the smaller township schools frequently found in the rural areas.

The per cent of elementary schools having art facilities in the 110 surveyed township schools and the 168 surveyed city, town, and reorganized schools is reported in Table 8.

TABLE 8. PER CENT OF ELEMENTARY SCHOOLS HAVING FACILITIES FOR INSTRUCTION IN ART IN THE SURVEYED SCHOOLS

Buildings	Townships		City, town, and reorganized school corporations	
	Number of buildings	Per cent of buildings (N = 110)	Number of buildings	Per cent of buildings (N = 168)
With special art teachers	12	10.9	26	15.5
Using room teachers only	82	74.5	64	38.1
Using special art teachers and room teachers	9	8.2	74	44.0
With special art rooms	7	6.4	4	2.4

In the township schools, 82 buildings, or 74.5 per cent of the total, used room teachers only for teaching art; whereas, in city, town, and reorganized school corporations, 64 buildings, or 38.1 per cent, used room teachers only. On the other hand, only nine buildings, or 8.2 per cent, in the township schools used both special art teachers and room teachers, while 74 buildings, or 44.0 per cent, in city, town, and reorganized school corporations did so. Since the city, town, and reorganized school corporations also had a higher percentage of buildings with special art teachers (15.5 as compared with 10.9), it appears that there was a greater amount of supervision given for elementary art in the city, town, and reorganized school corporations than in the township schools.

According to Table 9, there were four, or 13.8 per cent, of the 29 township schools which had special art rooms as compared with 40 schools, or 74 per cent, of the 54 secondary schools in city, town, and reorganized school corporations.

The status of the facilities for instrumental music in the surveyed junior and senior high schools included in this study is reported in Table 10. Less than half of the 29 junior and senior high schools in the surveyed townships responded to this item, but all of the 54 in the city, town, and reorganized school corporations responded.

TABLE 9. NUMBER AND PER CENT OF SURVEYED JUNIOR AND SENIOR HIGH SCHOOLS WITH AND WITHOUT SPECIAL ART ROOMS

Secondary school buildings	Townships		City, town, and reorganized school corporations	
	Number of buildings	Per cent of buildings (N = 29)	Number of buildings	Per cent of buildings (N = 54)
With special art rooms	4	13.8	40	74.0
Without special art rooms	25	86.2	14	26.0

TABLE 10. PER CENT OF JUNIOR AND SENIOR HIGH SCHOOLS HAVING FACILITIES FOR INSTRUCTION IN INSTRUMENTAL MUSIC IN THE SURVEYED SCHOOLS

Buildings	Townships		City, town, and reorganized school corporations	
	Number of buildings*	Per cent of buildings (N = 29)	Number of buildings	Per cent of buildings (N = 54)
With treated band rooms	2	6.9	34	63.0
With untreated band rooms	12	41.4	20	37.0
With storage for instruments	11	38.0	39	72.2
Not reporting instrument storage	3	10.3	15	27.8
With storage for uniforms	10	34.4	25	46.3
Not reporting storage for uniforms	4	13.8	29	53.7
Not reporting instrumental music	15	51.3	0	0.0

*These numbers are not mutually exclusive.

On every item concerning the facilities for instrumental music instruction, the buildings in the city, town, and reorganized school corporations surpassed those in the township schools. Sixty-three per cent had treated band rooms as compared to 6.9 per cent in the township schools; 72.2 per cent had storage for instruments, as compared to 38.0 per cent; and 46.3 per cent had storage for uniforms, as compared to 34.4 per cent in the township schools. According to these percentages, better facilities were available for teaching instrumental music in the city, town, and reorganized junior and senior high schools than in the township high schools.

Accreditation. In reporting the accreditation of the high schools and rating the curriculum and the facilities found by the survey staff in special classrooms in high school buildings, only three-year, four-year, and six-year high schools were included. Two-year and three-year junior high schools were omitted because pupils in the junior high schools often used the facilities of the three-year or four-year high schools.

The accreditation of the 29 high schools located in surveyed townships and the 40 located in city, town, and reorganized school corporations is reported in Table 11.

TABLE 11. ACCREDITATION OF HIGH SCHOOLS IN SURVEYED TOWNSHIPS AND CITY, TOWN, AND REORGANIZED SCHOOL CORPORATIONS

Accreditation	Townships		City, town, and reorganized school corporations	
	Number of schools	Per cent of schools (N = 29)	Number of schools	Per cent of schools (N = 40)
Certified	5	17.2	3	7.5
Continuous commission	19	65.6	1	2.5
First class commission	5	17.2	36	90.0
Member of the North Central Association of Colleges and Secondary Schools	2	7.0	30	75.0

Of the 29 township high schools, nearly two thirds had been given continuous commissions by the Indiana State Department of Public Instruction, while five schools, or 17.2 per cent, were certified and five had first-class commissions. Among the 40 high schools located in city, town, and reorganized school corporations, 90.0 per cent had first-class commissions. In the 29 township high schools only two, or 7.0 per cent, were eligible to hold membership in the North Central Association of Colleges and Secondary Schools; whereas, in the 40 city, town, and reorganized school corporations, 30, or 75.0 per cent, held memberships in the North Central Association of Colleges and Secondary Schools. Since accreditation of high schools is based upon a careful and impartial appraisal of the total educational program, including its offerings and personnel, the information reported in this table provides objective evidence that high schools located in the city, town, and reorganized school corporations included in the 47 surveys are providing far greater educational opportunities than are those located in townships.

Curriculum ratings. The ratings of the curriculum in the 29 high schools in surveyed townships and the 40 in city, town, and reorganized school corporations are reported in Table 12. Of the 29 township high schools, only two, or seven per cent, were rated as having a broad curriculum, while 20, or 68.9 per cent, were rated as having a limited curriculum. Among the 40 high schools located in city, town, or reorganized school corporations, 23, or 57.5 per cent, were rated as having a broad curriculum, while only six, or 15.0 per cent, were considered as having a limited curriculum. This is convincing evidence that the educational offerings in the high schools included in the 47 surveys were superior in city, town, and reorganized school corporations to those in the townships.

TABLE 12. RATINGS OF THE HIGH SCHOOL CURRICULUMS IN SURVEYED TOWNSHIPS AND SURVEYED CITY, TOWN, AND REORGANIZED SCHOOL CORPORATIONS

Ratings	Townships		City, town, and reorganized school corporations	
	Number of schools	Per cent of schools (N = 29)	Number of schools	Per cent of schools (N = 40)
Broad	2	7.0	23	57.5
Fair	7	24.1	11	27.5
Limited	20	68.9	6	15.0

The ratings of the facilities in special classrooms in the high schools are shown in Table 13.

TABLE 13. RATINGS OF THE FACILITIES IN SPECIAL CLASSROOMS IN THE HIGH SCHOOLS OF THE SURVEYED TOWNSHIPS AND CITY, TOWN, AND REORGANIZED SCHOOL CORPORATIONS

Ratings	Townships		City, town, and reorganized school corporations	
	Number of schools rated	Per cent of schools rated (N = 29)	Number of schools rated	Per cent of schools rated (N = 40)
SPECIAL ART ROOMS				
Good	0		8	20
Fair	1	3	16	40
Inadequate	3	10	16	40
None reported	25	87		
BUSINESS EDUCATION				
Good	2	7	19	48
Fair	9	31	12	30
Inadequate	18	62	9	22
HOME ECONOMICS				
Good	3	10	21	53
Fair	7	24	14	35
Inadequate	19	66	5	12
INDUSTRIAL ARTS				
Good	1	3	17	43
Fair	4	14	18	45
Inadequate	11	38	5	12
None reported	13	45		
LIBRARY				
Good	2	7	20	50
Fair	5	17	10	25
Inadequate	22	76	10	25
SCIENCE INSTRUCTION				
Good	2	7	17	43
Fair	8	27	9	22
Inadequate	19	66	14	35

Table 13 shows clearly the differences in the adequacy of facilities in special classrooms in the high schools of the townships surveyed and in those of the city, town, and reorganized school corporations. It can be seen from the percentages in this table that the city, town, and reorganized school corporations provided much better special classroom facilities than did the township schools. Only in the area of home economics were the facilities in township schools rated good in as many as 10 per cent of the schools, while in every area except art they were rated good in more than 40 per cent of the schools in city, town, and reorganized school corporations. This lack of art facilities is not surprising, since the curriculum content in the field of high school art was found to be inadequate and narrow.

In all special areas the facilities were rated as inadequate in 60 per cent or more of the township high schools which reported facilities in an area, while in the high schools in city, town, and reorganized school corporations less than 40 per cent were rated as inadequate in every area except art. In home economics and industrial arts only 12 per cent were rated as inadequate. In the townships in which the high school facilities were rated, the ratings in every special subject indicated that the facilities were inadequate, while in the city, town, and reorganized school corporations the facilities were always rated either as good or as fair.

Assessed valuation. The assessed valuation per resident pupil in townships and for city, town, and reorganized school corporations at the time of the survey is given in Table 14.

TABLE 14. ASSESSED VALUATIONS PER RESIDENT PUPIL IN THE 47 SURVEYED SCHOOL CORPORATIONS AT THE TIME OF THE SURVEY

Surveyed area	Number of school corporations	Assessed valuation		
		Median	Mean	Range
Townships	79	$7,239	$7,817.73	$19,245-$2,184
City, town, and reorganized school corporations	35	$6,505	$6,556.77	$11,114-$3,337

It is apparent that the 79 townships had a greater amount of wealth per resident pupil, with a range of $19,245 to $2,184, a median of $7,239, and a mean of $7,817.73, than did the city, town, and reorganized school corporations, in which the resident per-pupil wealth ranged from $11,114 to $3,337, with a median of $6,505 and a mean of $6,556.77. It does not necessarily follow, however, that the townships were better able financially to provide facilities and the means of education than were the city, town, and reorganized school corporations. If there were but few pupils in a township, the wealth per resident pupil was not very meaningful because it takes just as much money to build a classroom or laboratory and supply a teacher for five pupils per class as it does for 30 pupils. In other words, the original capital and annual operating costs will be higher in schools with fewer than an average of 25 pupils per teacher and with a good educational program than in those in which the average is 25 or more pupils per teacher, a class size usually found in larger high schools located in the city, town, and reorganized school corporations.

Financing of building projects. An analysis was made of the methods in use at the time of the survey for the financing of school building projects for the 47 school surveys, and the methods for capital purposes recommended following the completion of the survey. These data are set forth in Table 15.

TABLE 15. METHODS IN USE AND RECOMMENDED FOR FINANCING SCHOOL BUILDING PROJECTS IN 47 SCHOOL SURVEYS CONDUCTED BY INDIANA UNIVERSITY*

Method of financing	In use		Recommended	
	Number	Per cent	Number	Per cent
General revenue bonds	38	80.8	45	95.7
Cumulative building tax	44	93.6	47	100.0
Holding companies	1	2.1	14	30.0
Other	1	2.1	7	14.9

*Figures in the table are not cumulative.

It is apparent from Table 15 that, at the time of the survey, general revenue bonds were in use in 38, or 80.8 per cent, of the corporations; cumulative building tax funds were being used in 44, or 93.6 per cent, of the corporations; a holding corporation was being used in one case; and one corporation used a loan from the Veteran's Memorial Fund. The methods that were recommended for capital purposes by the school surveys were as follows: general revenue bonds were

recommended in 45, or 95.7 per cent of the corporations studied; a cumulative building fund tax was recommended in 47, or 100.0 per cent; holding companies were recommended in 14, or 30.0 per cent; and other methods of providing for capital purposes were recommended in seven, or 14.9 per cent of the cases.

The main difference noted between the methods used at the time of the surveys and those recommended following the completion of the surveys was that it was recommended that an increased number, 38 to 45, used general bonds and an increased number, 1 to 14, used holding companies following the completion of the surveys.

Summary. The information and supporting data included in this chapter are based upon the findings in 47 surveys conducted by the survey staff of the School of Education, Indiana University. These can be found in the School Survey Series published by Indiana University. The evidence from the data presented largely substantiates the opinions previously held by the members of the survey staff and is thought to justify the conclusions and opinions presented. Certainly, the evidence is conclusive that in most instances the small township high school does not have adequate facilities, a broad enough curriculum, desirable conditions for learning, or adequate accreditation to provide the best education for boys and girls.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Before mentioning the specific conclusions drawn from the appraisal of the 43 school surveys included in this study, it should be pointed out that Indiana University was a pioneer in the school survey movement. As early as 1915 it offered instruction in school surveys. It began making surveys of schools in Indiana about 1936, and between the years 1949 and 1958 it conducted 56 school surveys, which were published in the Indiana University School Survey Series.

Conclusions Based upon Opinions of School Officials

Conclusions based upon the opinions of school officials concerning the value of the school surveys are as follows:

1. The school surveys were found to be very useful by 77 per cent of the school officials in the areas surveyed and to be useful by an additional 23 per cent of those officials. Thus, 100 per cent of the school officials felt the surveys of their schools were either useful or very useful.

2. The school surveys made the prestige of the boards of education stronger in 81.4 per cent of the corporations, left it about the same in 14 per cent of the corporations, and made it weaker in only one instance.

3. The prestige of the superintendents of schools and/or township trustees was stronger because of the surveys in 79 per cent of the surveyed communities, about the same in 14 per cent, and weaker in only two communities.

4. The recommendations made in the surveys were considered to be unusually sound by 40 per cent of the school officials and sound by 60 per cent. None of the officials considered the recommendations to be impractical.

5. More than half of the school officials did not answer question 7. However, all of the 21 who answered the first part of the question preferred to have supporting evidence summarized under all recommendations, and 16 of the 19 who answered the second part preferred to have a summary of supporting evidence included only under the most important recommendations.

6. All school officials except one were of the opinion that nothing should be deleted from the published surveys.

7. The public presentation of the findings of the surveys was characterized as most worth-while by 46.4 per cent of the school officials and as worth-while by 49 per cent.

8. The majority of the school officials reported that they attempted to keep their surveys current by (a) revising their enrollment predictions, (b) revising their financial schedules, (c) bringing their residential and school maps up-to-date, (d) revising their building schedules, and (e) re-examining their recommendations.

9. Many school officials reported that the survey was very complete and that they did not need additional help immediately following the public presentation of the survey. Many other officials, however, expressed a desire for some kind of follow-up study to supplement the original survey and point the way to more effective planning in the future.

Conclusions Based upon the Number of Recommendations Carried Out or in Process of Being Carried Out

The 43 school surveys conducted by Indiana University were well received and evidently were very acceptable to the schools, as judged by the unusually high percentage of recommendations which were reported by the school officials as either having been completed or being in the process of completion. A summary of the recommendations, classified into six categories, shows the degree to which these recommendations in each category were adopted.

1. Of a total of 883 recommendations made in the 43 surveys, 682, or 77.2 per cent, were either carried out or in the process of being carried out, and 201, or 22.8 per cent, were not carried out.

This percentage of recommendations carried out or in the process of being carried out compares very favorably with the percentage in the Peabody study, which reported approximately 47 per cent of recommendations adopted, and with that in the Root study, which reported 67.8 per cent as fully or partially carried out.

Most of the recommendations not carried out involved the expenditure of additional funds, a fact which may account for their not being adopted.

2. The greatest number of recommendations was made in the category of buildings and sites. Of 310 recommendations in this category, 247, or 79.7 per cent, were carried out or were in the process of being carried out.

3. The second greatest number of recommendations was made in the category of organizational procedures. Of 162 such recommendations, 122, or 75.3 per cent, were completed or were underway.

4. Financial recommendations numbered 159, of which, 117, or 73.6 per cent, were completed or underway.

5. The category of improvement in education included 120 recommendations, of which 99, or 82.5 per cent, were completed or carried out.

6. In 24 surveys, recommendations were made for the participating corporations to consolidate. In 22 of these, or 91.7 per cent, the corporations followed the recommendations.

These unusually high percentages of adoption of recommendations show rather convincingly that the recommendations made by the survey staff were sound and practical and that the school officials were largely satisfied with the survey in their respective corporations.

Conclusions Based upon Objective Data Reported in 47 Published Surveys

The conclusions which follow are based upon an analysis of the published reports and upon first-hand observations, both during and following the period when the 47 surveys were conducted. They are believed to have significant implications for those who are interested in public education. The conclusions are as follows:

1. Administrative staffs are frequently expanded after school surveys have been made, especially when the school corporations unite to form a larger school corporation.

2. High schools located in city, town, and reorganized school corporations are outstandingly better than those located in township school corporations, as judged by the following criteria:

Accreditation of high schools by Indiana State Department of Public Instruction
Membership in the North Central Association of Colleges and Secondary Schools
Broad curriculum
Special art rooms and facilities in elementary and high schools
Library facilities
Facilities for instrumental music in high schools
Facilities for business education in high schools
Facilities for home economics in high schools
Facilities for industrial arts in high schools
Facilities for science instruction and experimentation in high schools

3. Elementary schools located in city, town, or reorganized school corporations are better than those in township school corporations as judged by the following criteria:

Percentage of rooms with only one grade per teacher
Number of special art teachers

4. The assessed valuation per resident pupil is greater in township school corporations than it is in city, town, and reorganized school corporations, in spite of the fact that the township school corporations have less wealth to provide adequate buildings, facilities, and teachers, because they have fewer resident pupils.

5. Greater use was made of general revenue bonds, of cumulative building funds, and, especially, of school building holding corporations to secure funds for capital building purposes after the school surveys were completed than before the surveys were started.

6. Elementary schools located in city, town, and reorganized school corporations, on the average, scored higher on the Holy-Arnold Score Card for school buildings than did those located in township school corporations.

If the many one-room and two-room schools in the townships, which were not scored because they were so poor and unsatisfactory, had been scored, the average scores of the elementary schools in the city, town, and reorganized school corporations would have been significantly higher than the average scores of the township elementary schools.

7. Secondary schools located in city, town, and reorganized school corporations scored higher, on the average, than those located in township school corporations.

8. By far the majority of the elementary and high school sites were too small when compared to recognized standards for today's elementary and high school sites. In high schools enrolling less than 600 pupils, the median site was 4.00 acres and the mean, 5.84 acres; in high schools enrolling 600 or more pupils the median was 4.25 acres and the mean, 9.85 acres. In elementary schools enrolling fewer than 300 pupils, the median was only 1.28 acres and the mean was only 2.00 acres; in elementary schools enrolling 300 or more pupils, the median site was 2.70 acres and the mean was 3.94 acres.

9. The average number of new residences constructed annually per 1,000 population for a 10-year period in a rapidly growing community would probably be approximately 11 to 17, and, in a very slowly growing community, it would probably be three or less.

10. A community in which approximately 52 per cent of the inhabitants have lived for 10 years or more would probably be considered a stable community, and one in which approximately 25 per cent or more of its inhabitants have lived for less than two years would probably be considered an unstable one.

Recommendations

Certain recommendations relating to the making of school surveys seem appropriate to the authors of this study. These recommendations grow out of their experience in making school surveys and out of many conversations with members of boards of education, school trustees, and school administrators in communities in which school surveys have been conducted.

1. It is recommended that school survey staffs plan a periodic follow-up study of all school surveys within three years following the survey and make the cost of such a study a part of a continuing contract.

2. It is recommended that, in school surveys, greater emphasis and time be given to the study of the curriculum and the improvement of learning and, further, that the survey staff be augmented by the addition of specialists in education in so far as a school corporation can afford such services.

3. It is recommended that, whenever a school corporation has fewer than 400 pupils enrolled in its high school (grades 9 through 12), it should seek an opportunity to join with one or more school corporations until the new school corporation has at least 400 resident high school pupils.

4. It is recommended that a school survey be conducted whenever the local school authorities have insufficient or unreliable data upon which to project their future plans and/or whenever it is expected that strong local opposition may defeat the plans of the board because the public is uninformed.

5. It is recommended that a survey be made of the administrative staff, its duties and responsibilities, following a period of reorganization or unusual growth.

6. It is recommended that boards of education annually reserve for research in education an appropriation of funds which can be used periodically as needed for some form of school survey.

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APPENDIX A

OPINIONNAIRE CONCERNING SCHOOL SURVEY CONDUCTED BY INDIANA UNIVERSITY

Name and address of school_____

1. a. Have you followed Indiana University recommendations? If so, to what extent?

   b. Do you plan on following more recommendations in the future? If so, to what extent?

2. What units have combined to form your consolidation?

3. How long has this consolidation been in effect?

4. What approximate per cent of patrons are satisfied?

5. a. How is the representation on your school board divided between the consolidating units?

   b. How are board members selected?

   c. Have "a" and "b" above proved satisfactory?

6. Did the township have a high school previous to consolidation?

7. Has scholarship shown improvement?

8. Comments:

Signed_____

APPENDIX B

SCHOOL OF EDUCATION
INDIANA UNIVERSITY
BLOOMINGTON, INDIANA

Questionnaire on Your School Survey

Some years ago a survey was conducted in your school corporation by the school survey staff of the School of Education of Indiana University. We are interested now in having you assist us in making an evaluation of the effectiveness of that survey. We realize that the value of a survey usually cannot be measured until at least five or ten years have elapsed in order to allow sufficient time to carry out the recommendations. With this limitation in mind, we are seeking your help to find out how effective our study has been up to this time in order that we may plan our future surveys more effectively.

After consulting your Board, will you please answer the questions hereunder and return the form to Harold H. Church, Director of School Surveys, School of Education, Indiana University.

Questionnaire

1. Degree to which survey was useful to your Board of Education. ____Very useful ____Useful ____Not useful

2. Prestige of your Board of Education in the eyes of your community following the survey.
____Stronger ____About the same ____Weaker

3. Prestige of the superintendent of schools and/or township trustee or trustees in the eyes of the community.
____Stronger ____About the same ____Weaker

4. Opinion of the soundness of the survey recommendations.
____Unusually sound ____Sound ____Impractical
If "impractical," please state why._____

_____

5. Indicate (by number of the recommendation printed in the survey) which recommendations have been carried out, or are in process of being carried out.

_____

_____

6. Indicate (by number of the recommendation printed in the survey) which recommendations probably may not be carried out. Briefly state reason why. (Use back of this sheet if more space is needed.) _____

_____

_____

7. Do you favor a statement of supporting evidence briefly summarized under the recommendations which need them?
Favor supporting statements for all recommendations.
Yes____ No____
Favor supporting statements only for more significant recommendations. Yes____ No____

8. Which of the following do you feel could have been omitted from your survey without any loss to you and the planning bodies in your community?
Chapter (by name)_____
Figures, maps, or graphs (by number)_____
Tables (by number)_____

9. Indicate what additional data and information would have been useful to you and your Board. _____

_____

_____

10. Characterize the public presentation.
(a) Most worth-while____ Worth-while____ Not worth-while____
(If not worth-while, please state why)_____

_____

_____

(b) How could the public presentation have been made more useful? _____

_____

11. Have you attempted to keep your survey current in the light of changing conditions in your community?

(a) By revising your prediction tables. Yes____ No____

(b) By revising your financial schedule. Yes____ No____

(c) By bringing your residential and pre-school maps up to date. Yes____ No____

(d) By revising your building schedule. Yes____ No____

(e) By re-examining your recommendations. Yes____ No____

12. Was the matter of consolidation under consideration in your survey? Yes____ No____ If yes, did the corporations consolidate? Yes____ No____

13. Do you need additional help in order to keep your survey current? If so, what can we do for you?

Thank you so much for your help. If we do a better job in the future, it will be because of you.

Sincerely,

HAROLD H. CHURCH
Director of School Surveys

Name or number of survey_____

Date of survey_____

Person reporting_____

BULLETINS IN THE FIELD OF EDUCATION
INDIANA UNIVERSITY

The Bulletin of the School of Education, Indiana University, was first published in 1924 and has appeared regularly since that time. A complete list of bulletins may be obtained from the School of Education upon request. The studies included in the present and in the two volumes immediately preceding it in date are listed below. Unless otherwise indicated, these may be obtained for $1 each from the Indiana University Bookstore, Bloomington, Indiana.

Volume 33 (1957)

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